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Report of the Secretary-General on Somalia

I. Introduction

1. The present report is submitted pursuant to paragraph 22 of Security Council resolution 2275 (2016) and paragraph 44 of Council resolution 2297 (2016). It provides information on the implementation of those resolutions, including on the mandate of the United Nations Assistance Mission in Somalia (UNSOM) and challenges faced by the United Nations Support Office in Somalia (UNSOS) in carrying out its mandate. It covers major developments from 1 September to 31 December 2016.

II. Political and security overview

A. Political developments

2. The most significant development was progress in the electoral process. Following prolonged negotiations over the details of the electoral model, together with some technical delays, federal parliamentary elections were launched on 15 October. As at 31 December, 43 members of the 54-seat upper house and 258 members of the 275-seat lower house had been elected. The new Federal Parliament was inaugurated on 27 December in a joint session of the two houses. Preparations began thereafter for the election of the Speakers and the country's President.

3. Overall, and notwithstanding delays and cases of malpractice, including bribery and intimidation of delegates, the electoral process was more peaceful and inclusive than in 2012. Disruption by Al-Shabaab did not come to pass, thanks to the effective security arrangements put in place by the African Union Mission in Somalia (AMISOM) and the Somali security institutions. The National Leadership Forum, comprising federal and regional leaders, played a key role in dealing with election-related issues, such as endorsing a code of conduct for all parliamentary and presidential candidates and establishing an independent electoral dispute resolution mechanism. Verified cases of electoral malpractice prompted the Forum to order re-runs for five parliamentary seats. In all, close to 13,000 delegates nationwide voted for the members of the lower house, while regional assemblies elected the members of the upper house. As at 31 December, the representation of women stood at 24 per cent in the lower house and 23 per cent in the upper house, a

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significant improvement on the previous composition of the Federal Parliament (14 per cent in the lower house), although short of the target of 30 per cent set by the Forum. Of the cost of the electoral process ($14 million), 60 per cent was covered by international donors, 10 per cent by the Federal Government and 30 per cent by candidate registration fees.

4. The federal state creation process was completed upon the merger of the Hiraan and Shabelle Dhexe regions into the new HirShabelle Interim Administration on 9 October. Jawhar was designated as the capital of the new state; the newly established State Assembly then elected a regional president, vice-president, speaker and deputy speaker. After intense engagement by the Federal Government and the Intergovernmental Authority on Development (IGAD), most clan elders who had earlier opposed the process agreed to join it, with the exception of the leader of the Habar Gidir-Hawadle subclan.

5. On 18 September, after nearly eight months, "Somaliland" concluded a voter registration exercise in preparation for its own parliamentary and presidential elections. Some 850,000 voters were registered, including, for the first time ever, in the disputed territories of Sool, Sanaag and Cayn, notwithstanding the clashes between "Somaliland" and Puntland forces in eastern Sanaag on 18 July that killed five people. Official talks between the two sides led to de-escalation and the successful completion of voter registration. Parliamentary and presidential elections were initially scheduled for 28 March 2017. Nevertheless, the regional President, Ahmed Mohamed Mohamoud "Silanyo", issued a decree on 10 September to postpone the parliamentary elections to an unspecified date, giving the main reason as the need to review the allocation of seats in the Awdal, Sool and eastern Sanaag regions. The "Somaliland" authorities have since ignored calls from opposition parties, civil society and the international community to reverse the decision.

6. On 13 September, IGAD held the twenty-eighth extraordinary summit of Heads of State and Government in Mogadishu, the first such summit on Somali soil in 42 years. This significant event reflected growing confidence in the country's future.

B. Security developments

7. In Mogadishu, Al-Shabaab stepped up the use of car bombings with the intention of perpetuating a sense of insecurity among the public during the electoral period. On 18 September, a suicide bomber drove his vehicle into a Somali forces convoy, killing a senior commander and seven soldiers. On 1 October, an explosive-laden vehicle detonated outside a restaurant, killing 4 people and injuring 10 others. On 5 November, a suicide bomber drove into a Somali and AMISOM convoy, killing four troops and injuring nine others. On 11 December, a minivan exploded at the port of Mogadishu, killing more than 35 people. Two suicide bombers failed to hit their targets on 10 and 15 December, but their vehicles exploded, killing a National Intelligence and Security Agency officer and injuring 12 other people. Al-Shabaab claimed responsibility for a mortar attack that caused minor damage to the United Nations common compound on 29 September. Suspected Al-Shabaab operatives gunned down six clan elders and two electoral delegates on 20 October, 2, 6, 9 and 29 November and 11 and 28 December.

8. In central and southern Somalia, Al-Shabaab continued to engage in guerrilla warfare and occasionally deployed fighters to carry out complex attacks. On 16 September, some 150 fighters raided a Somali army base in Ceel Waaq, Gedo region, killing eight soldiers. On 18 October, more than 100 Al-Shabaab fighters attacked multiple government locations in Afgooye, Shabelle Hoose region, killing 14 people, including two senior military officials and the Director General of the Ministry of Finance of the Interim South-West Administration. On 25 October, an explosives-laden truck targeted Djiboutian positions in Beledweyne, Hiraan region, leaving four people dead and eight injured.

9. Al-Shabaab made some territorial gains following the withdrawal of Ethiopian and Somali forces from Muqakoori, Ceel Cali and Halgen, Hiraan region, on 15 September and 11 and 23 October. The group also regained control of Tayeeglow, Bakool region, following the withdrawal on 26 October of Ethiopian and Somali troops. Somali forces sought to recover the town on 15 November, but did not succeed. In Bay region, Somali forces twice lost Goof Guduud Shabelow to Al-Shabaab, on 1 and 23 November, but regained control of the town with the support of AMISOM on 7 December.

10. The security situation in Puntland deteriorated following the outbreak on 7 October of armed clashes between forces loyal to Puntland and those loyal to Galmudug in Gaalkacyo. Heavy fighting occurred almost daily until a ceasefire was agreed on 18 November. Sporadic gunfire continued nonetheless, and heavy clashes broke out again on 23 December. The conflict triggered significant population displacement and left more than 74 people dead and 220 injured.

11. On 26 October, between 50 and 100 militiamen belonging to an Al-Shabaab splinter group that declared allegiance to Islamic State in Iraq and the Levant (ISIL) seized the coastal town of Qandala, Bari region. Puntland security forces launched coordinated ground, sea and air operations early in November with the support of bilateral partners, but encountered resistance and were forced to retreat. On 3 December, they launched a fresh ground offensive and retook control of the town on 7 December. The media reported more than 30 fatalities among pro-ISIL fighters, while an unspecified number of people retreated to surrounding areas and remain at large.

12. There were some violent incidents relating to the electoral process. In Baidoa, Bay region, militias supporting rival candidates for the lower house clashed on 29 October and 12 November. In Cadaado, Galguduud region, clan tensions escalated around 14 November and resulted in a civilian being shot dead by a Somali soldier. In Garoowe, Puntland, sporadic gunfire was reported during polling sessions on 5 November.

13. On 8 and 9 October, the Under-Secretary-General for Safety and Security visited Somalia and met the President, Hassan Sheikh Mohamud, the Minister for Internal Security and the Director General of the National Intelligence and Security Agency. He noted some improvement in the general security situation since his previous visit, in August 2014. He reiterated the importance of the host Government in providing security support to United Nations personnel, assets and operations, given the attacks carried out against the United Nations.

III. Support for peacebuilding and state-building efforts

A. International coordination and political support

14. My Special Representative continued to strengthen international efforts aimed at enhancing the country's peacebuilding and state-building process. He regularly met Somali leaders, key international partners, members of the ad hoc electoral bodies and other stakeholders as part of his drive to ensure coherent and effective support for the electoral process. His office issued joint statements with international partners, including to express concern about the nomination of candidates with a known history of violence and alleged criminal involvement and to urge that reports of intimidation and corruption be properly addressed.

15. On 19 and 20 November, my Special Representative and international partners jointly visited Gaalkacyo, Boosaaso, Baidoa, Jawhar and Cadaado, urging the leaders of those regions to expedite the electoral process and honour their commitment to ensuring 30 per cent representation of women.

16. In the wake of the aforementioned intermittent fighting in Gaalkacyo, my Special Representative led a joint mission of the United Nations and international partners to the city on 12 and 15 November. He held consultations with the Federal Prime Minister and the Presidents of Puntland and Galmudug, as well as with key stakeholders from both sides, to listen to their concerns and submit proposals for a lasting peace. On 19 November, at the request of the Federal Government, he deployed two United Nations advisers to the Gaalkacyo Ceasefire Team Advisory Group, which is led by IGAD and mandated to advise on ceasefire monitoring. This development helped to calm tensions.

17. The "Security Six", a forum established by my Special Representative at the request of the Federal Government and aimed at bringing coherence to the work of the principal international stakeholders in the Somali security sector, continued to meet regularly. Comprising the European Union, Turkey, the United Arab Emirates, the United Kingdom of Great Britain and Northern Ireland, the United States of America and the United Nations, the forum has established a secretariat to coordinate the work of its members on the comprehensive approach to security. It has also made progress in reframing the international approach to supporting the country's security as a political rather than purely technical challenge. This progress was evident at a ministerial meeting held on the margins of the United Nations Peacekeeping Defence Ministerial: London 2016, held in London in September 2016, at which all members of the forum and AMISOM troop-contributing countries present committed themselves to supporting a security solution that took into account the need for a comprehensive approach to security, recognizing that partners must reenergize efforts to support the emergence of effective security institutions in Somalia.

18. In the context of the comprehensive approach to security, UNSOM brought together key international partners to agree on how to best engage with the African Union to secure mutual commitments for AMISOM operations in 2017. Another point of focus was on how to coordinate support for accelerating the capacity development of the Somali security institutions and developing a common strategy for preventing and countering violent extremism.

B. Inclusive politics

19. The Federal Indirect Electoral Implementation Team and state-level indirect electoral implementation teams continued to oversee the electoral process. They received support from the Integrated Electoral Support Group (comprising UNSOM and United Nations Development Programme (UNDP) personnel) in procuring electoral materials and equipment and delivering them to polling sites. In addition, the Group provided capacity-building to the teams in the form of training in candidate registration, polling, vote counting and result tabulation.

20. In line with its mandate to conduct universal elections in 2020, the National Independent Electoral Commission launched technical preparations to begin registering political parties in 2017. Accordingly, the Integrated Electoral Support Group provided technical expertise to enable the operationalization of the political parties legislation, including by sharing good practices and lessons learned from other countries in the region and through the review of relevant legal provisions that require amendment. The Ministry of the Interior and Federal Affairs and the Commission have been reviewing, with the support of the Group, the pre-civil war electoral legal framework with a view to drafting the future electoral law.

21. The electoral model emerged from 18 months of public consultations and political negotiations. Designed with a view to ensuring a peaceful transition of power, it was unique and suited to the country's institutional, political and cultural realities. The electoral process included important electoral features typically associated with a more conventional election, such as codes of conduct, secret ballots and the establishment of ad hoc implementation and dispute resolution bodies. In a sign of progress, it also featured an expanded electorate, the conduct of elections around the country for the first time in almost 50 years and the election of an upper house on the basis of geographical, not simply clan, representation.

22. UNSOM engaged with civil society actors countrywide, including women, to ensure their participation and representation in the electoral process and conducted public outreach campaigns through social media, radio and television. The campaign included the provision of communications support to the Federal Indirect Electoral Implementation Team; the promotion of women's representation; civic education activities to promote the credibility of the process, with extensive use of the mission's social media platforms; capacity-building workshops to prepare Somali journalists to cover the voting process; outreach to international media; and ensuring that the international community spoke with a unified voice on issues and concerns relating to the process.

23. On 21 September, key stakeholders in the political process, including international donors and Somali partners, endorsed a report presented by the United Nations on lessons learned in the constitutional review process since 2012. Among other things, the United Nations took stock of the main achievements and shortcomings of the 2012-2016 review process. UNSOM, United Nations agencies and international partners subsequently agreed on priorities for the next cycle of review of the Provisional Federal Constitution, which offers a historic opportunity to shape the legal architecture of a federal Somalia. Following the electoral process, UNSOM has identified the constitutional review as a priority for the country's transition to a constitutional democracy.

24. UNSOM held extensive meetings with representatives of non-governmental organizations and with traditional elders from the Hiraan and Shabelle Dhexe regions in order to advance the state formation process. UNSOM also engaged with clan elders from the Banadir region to hear their concerns about the final status of Mogadishu and their representation in the electoral process and in political institutions, especially the two houses of the Federal Parliament.

C. Rule of law and security institutions

25. The federal security architecture will be discussed by the Federal Government and representatives of the existing and emerging federal member states at a workshop to be convened by the United Kingdom and the United States in January. The objective is to reach a final agreement on the federal security structure at the London Conference on Somalia, currently scheduled to be held in May 2017.

26. Delays in regular salary payments to Somali security personnel remain a key concern and a major incentive for personnel to desert or, worse, defect. Salary arrears are currently estimated at between 6 and 13 months for soldiers and 15 months for police officers. Donor-funded stipends, however, are paid regularly to the national army, the federal police and 1,000 regional police officers in Baidoa and Kismaayo.

27. The Federal Government reached an agreement with the Puntland authorities on the integration of 3,000 Puntland militiamen into the national army on 1 August. A mechanism for funding the delivery of a non-lethal support package to those troops by the United Nations Office for Project Services will need to be put in place before the Office can conduct an initial project assessment.

28. UNSOM and UNDP continued to support the implementation of the new federated policing model that was endorsed by the National Leadership Forum in June. While there is strong commitment on the part of the existing and emerging federal member states to developing a decentralized policing model, the momentum that existed at the federal level stalled during the second half of 2016. International advocacy and support will be provided to the incoming Federal Government to promote the implementation of the model and to reinvigorate commitment.

29. The Interim Jubba Administration is authorizing explosive ordnance disposal capacity training for selected members of its police service, with assistance from the Mine Action Service and UNSOM. The initiative supports the comprehensive approach to security, in line with the new policing model. A total of $2 million was received from Germany for a non-lethal support package for the Somali police. An amount of $1 million has been assigned to the technical committees for the implementation of the new policing model in each state. The remaining $1 million will be used to build a police training facility in Kismaayo; the land has been secured and it is expected that construction will begin early in 2017.

30. Discussions continued among Somali stakeholders at the federal and state levels on the design of an effective and affordable justice and corrections system, including at a technical workshop in December, supported by the United Nations. Steps were also taken to strengthen the delivery of justice services and expand access to justice. A legal clinic, intended for vulnerable groups, especially women

and internally displaced persons, was established at Mogadishu University, and plans are under way to deploy legal aid providers in southern and central Somalia, and for the first time to Baidoa and Kismaayo. The participants in a workshop on justice priorities, held in November, agreed that the Somalia Joint Rule of Law Programme would accord priority to institutional support and access to justice at the subfederal level, as well as to the finalization and implementation of the justice and corrections model, in 2017.

31. As part of the effort by the Custodial Corps to ensure security nationwide, UNSOM provided support for prison incident management training to more than 200 regional prison officers. In a related development, the Baidoa prison pilot rehabilitation project for high-risk Al-Shabaab prisoners concluded on 31 December. It had been intended to collect data on the prisoners and to design and implement a rehabilitation programme. The results and lessons learned will support the development of the second phase, which will be focused on the rehabilitation and reintegration of Al-Shabaab inmates.

32. Efforts continued to reintegrate former Al-Shabaab combatants. A fourth rehabilitation facility for low-risk disengaged combatants, located in Kismaayo and funded by Germany, is scheduled to be operational by the first quarter of 2017. Meanwhile, the Elman Peace and Human Rights Centre is partnering with UNSOM on reintegration projects for disengaged Al-Shabaab combatants in Mogadishu, Baidoa, Kismaayo and Beledweyne. This eight-month programme, which began in September, is expected to be completed by April 2017. The programme provides employment opportunities for 500 disengaged combatants and 500 vulnerable community members and is supported by a public information campaign. The projects include the expansion of four transition centres and the rehabilitation of a school, hospital, court and prison in each location. UNSOM also supported the National Intelligence and Security Agency in developing draft standard operating procedures and criteria for the uniform screening and profiling of disengaged Al-Shabaab combatants.

33. As part of its evolving counter-terrorism platform, the Federal Government announced its national strategy and action plan for preventing and countering violent extremism in September. Identified therein are key areas for development, with a focus on ensuring an inclusive process, involving Somali civil society, youth and women's groups, religious leaders and the private sector. Since the launch, the Federal Government has aimed to further devolve the strategy for implementation by the countering violent extremism coordinators at the subfederal level. On 1 December, Puntland held a stakeholder consultation meeting, which UNSOM attended. UNSOM is developing a separate strand on countering and preventing violent extremism in the comprehensive approach to security to ensure a coordinated and inclusive approach among all stakeholders. This will be done in close cooperation with the Federal Government and existing and emerging federal member states, as endorsed by the Federal Government's countering violent extremism coordinator on 21 November.

D. Economic foundations

34. The gross domestic product (GDP) was projected to reach $6.2 billion at the end of 2016 and GDP per capita $450. Consumption remains the key driver, with investment accounting for 8 per cent of GDP in 2016. The economy is highly dependent on imports, with the share of exports to GDP currently at 14 per cent. Imports account for more than two thirds of GDP, creating a large trade deficit, mainly financed by remittances and international aid.

35. According to the latest World Bank poverty survey, about half of the country's population (51.6 per cent) is currently living below the poverty line. Remittances remain a key safety net: of every three people who receive remittances, one is poor. Inequality remains high and driven by the gaps in urban poverty incidence.

36. In the light of the expiration of the Somali Compact, Somalia finalized its first national development plan in more than 30 years. The plan, which is aligned with the Sustainable Development Goals and the interim poverty reduction strategy policy, provides the country with full ownership of its development agenda. While it will need to be revalidated by the new Federal Government, the plan provides the basis for addressing key development priorities, especially infrastructure, the provision of social services and overall poverty reduction. A new mutual accountability framework between Somalia and the international community is under development and expected to be signed at a high-level partnership forum to be held in London during the first half of 2017, thereby aligning international support with national development priorities.

E. Revenue and services

37. The fiscal situation is improving. Nevertheless, there is a need to mobilize greater domestic revenue. According to the International Monetary Fund (IMF), real GDP growth for 2016, projected at 3.7 per cent, is driven by the telecommunications, construction and service sectors. Consumer price inflation is projected to remain low, at about 1.0 to 1.5 per cent, mainly reflecting weak commodity prices. For 2017, growth is projected to decelerate to about 2.5 per cent, owing to the impact of poor rains on the agricultural sector. The national budget is only $240 million. Poor tax collection capacity, a narrow tax base, the absence of legal and regulatory frameworks and a lack of territorial control continue to hinder full revenue mobilization.

38. Notwithstanding the progress made in meeting IMF structural benchmarks, Somalia continues to struggle to respond to basic fiscal challenges. An IMF mission in November concluded that the country had met all structural benchmarks and six out of seven quantitative performance targets for the first review of the staff-monitored programme. Nevertheless, the benchmark on non-accrual of new arrears had not been met. It is expected that the staff report for the article IV consultation held in 2016 and the first review under the staff-monitored programme will be discussed by the IMF Executive Board in late January 2017.

39. The country's capacity to deliver services remains limited and largely dependent on assistance from the international community, especially in terms of

health, education, nutrition and water, sanitation and hygiene. While Somalia ranks among the world's worst cases of malnutrition, progress is being achieved. A national survey conducted by the United Nations Children's Fund, the Food and Agriculture Organization of the United Nations and the Ministry of Health in 2016 showed a rise to a 33 per cent in the rate of exclusive breastfeeding and to 83 per cent in the number of newborn children being breastfed within the first hour of birth. Social and human development will be key priorities for Somalia to address through its national development plan, to which the international community has committed itself to aligning future support.

F. Cross-cutting issues

Community recovery and local governance

40. The Ministry of the Interior and Federal Affairs, alongside its regional counterparts, continued to promote the Wadajir National Framework for Local Governance, which is focused on enabling community reconciliation to build stability. The United Nations Joint Programme on Local Governance and Decentralized Service Delivery continued to provide support for the formation of district councils aimed at strengthening local governance and improving service delivery. On 17 November, the Somalia Development and Reconstruction Facility endorsed two programmes supported by an amount of $12 million from the Peacebuilding Fund. The two programmes are designed to enhance community recovery and the extension of state authority, as well as to catalyse stronger local governance in line with the Wadajir Framework, with a focus on Jubaland and South-West. One programme will support efforts around a comprehensive response to drivers of fragility and the other the provision of durable solutions for internally displaced persons, returnees, host communities and authorities.

41. Community recovery projects continued to receive support from donors and the United Nations in Hiraan, Shabelle Dhexe, Galmudug, South-West and Jubaland. The United States Agency for International Development supported state authorities and communities in planning projects to promote economic growth and support social cohesion in Kismaayo, Afmadow, Wanlaweyn, Diinsoor, Baraawe and Baardheere. The Somalia Stability Fund continued to support similar efforts in Warshiikh, Mahadday Weym, Cadale, Cadaado, Balanbaley and Hobyo. Following an evaluation in September of its vocational training programme designed to help to counter violent extremism among young people, the United Nations Industrial Development Organization is expanding the approach to Dhooble, Mogadishu, Kismaayo and Baidoa.

Human rights

42. The number of human rights violations increased during the reporting period, primarily owing to state security operations and continued Al-Shabaab activity. Reported civilian casualties totalled 623, comprising 260 deaths and 363 injuries. Security operations generated 242 civilian casualties, of which 55 deaths and 120 injuries were attributed to the Somali security forces and 37 deaths and 12 injuries to AMISOM. UNSOM continued to engage with AMISOM on reported allegations of violations of human rights and humanitarian law, including the incident of

17 July that left 14 civilians dead and 3 others injured in Wardinle, near Baidoa, which was attributed to AMISOM (Ethiopian) troops. AMISOM is finalizing its investigation.

43. The conflict in Gaalkacyo represented 53 per cent of the total civilian casualties attributed to the Somali security forces and resulted in 25 civilians being killed and 63 injured by crossfire between Puntland and Galmudug forces. Since September, six death sentences have been pronounced in Somalia, and two have been carried out.

44. Civilian casualties attributed to Al-Shabaab or unidentified persons totalled 91 deaths and 126 injuries. A total of 46 people were abducted by Al-Shabaab, 35 of whom were later released. The attacks represent an increase of 1.4 per cent from the previous reporting period.

45. In September, UNSOM and the Office of the United Nations High Commissioner for Human Rights jointly released the first public United Nations report on the right to freedom of expression in Somalia, covering the period between 2012 and 2016. Recommended therein are measures towards increasing protection, enhancing accountability and addressing impunity. The Minister for Foreign Affairs and Investment Promotion pledged that the Federal Government would address violations against the media. On 5 September, the Media Association of Puntland issued a press statement in which it commended the report and urged stakeholders to abide by the recommendations made. On 8 September in "Somaliland", the "Somaliland" Minister of Presidential Affairs accused the independent media of destabilizing "Somaliland" security, labelling it an "armed militia that requires disarmament". Media associations and human rights organizations called for the Minister to refrain from making such threats.

Gender equality and women's empowerment

46. In September, the National Leadership Forum reaffirmed its commitment to ensuring that 30 per cent of parliamentary seats would be held by women, giving clear guidance in a communiqué on how the goal should be realized. The implementation of the decision proved to be a challenge, however. Nevertheless, intense advocacy efforts carried out by women leaders, candidates, goodwill ambassadors, the Ministry of Women and Human Rights Development and international partners yielded positive results, with the attainment of greater representation of women in the lower house of the Federal Parliament (24 per cent) than in 2012 (14 per cent).

47. During the electoral process, female candidates and advocates faced threats and intimidation. They also cited corruption as an issue negatively affecting the ability of women to stage successful candidacies. To address this issue, UNSOM and UNDP increased their logistical support to women candidates and advocates and coordinated with civil society organizations, goodwill ambassadors and the Ministry of Women and Human Rights Development. The United Nations also assisted the Ministry with the deployment of situation room teams in seven electoral locations. This enabled women leaders to effectively mobilize and overcome many of the challenges that they faced.

Child protection

48. The country task force on monitoring and reporting recorded 477 incidents of grave violations against children during the reporting period, affecting 854 children (157 girls and 697 boys). In addition, 46 incidents of unlawful detention involving 92 children on security grounds and for alleged association with Al-Shabaab were documented.

49. A joint age assessment exercise by the Puntland authorities and the United Nations confirmed that 64 of the Al-Shabaab elements captured in Puntland in March were below 18 years of age. On 17 September, 28 of the children, from 15 to 17 years of age, were sentenced to between 10 and 20 years' imprisonment by a military court in Garoowe. Following intensive advocacy by the United Nations and bilateral partners, the Puntland authorities agreed to release 26 other children, between 12 and 14 years of age. They were handed over to the United Nations on 5 October to begin their reintegration. UNSOM and the United Nations Children's Fund continued to work closely with the Puntland authorities to ensure that the death sentences handed down on 16 June against 12 of the children and the lengthy prison sentences against 28 others are revoked. Currently, 272 boys and 55 girls are benefiting from reintegration programmes in Baidoa and Mogadishu, including the 26 children airlifted from Puntland in October 2016.

Prevention of sexual violence

50. UNSOM has been supporting the creation of women and child protection units in the Somali police force as part of an effort to enhance the response of law enforcement bodies to cases of sexual violence and to better protect victims and survivors. Specific steps have been taken since December 2015, including the adoption of terms of reference for the units on 3 September, following extensive consultations among key stakeholders, including the United Nations, AMISOM, the Federal Government and international donors.

51. In September, the United Nations Population Fund conducted a training session in Mogadishu on the prevention of gender-based violence, with 25 police officers from various regions participating. This resulted in increased police engagement with service providers and other stakeholders on gender-based violence prevention, mitigation and response.

Targeted sanctions

52. On 3 October, my Assistant Secretary-General and Deputy Emergency Relief Coordinator briefed the Security Council Committee pursuant to resolutions 751 (1992) and 1907 (2009) concerning Somalia and Eritrea on the report submitted pursuant to paragraph 24 of Council resolution 2244 (2015) (S/2016/827). The Monitoring Group on Somalia and Eritrea presented its final report on Somalia (S/2016/919) to the Committee on 7 October. The Federal Government submitted its second report pursuant to paragraph 7 of Council resolution 2244 (2015) to the Council on 15 October. On 10 November, the Council adopted resolution 2317 (2016), by which it renewed, until 15 November 2017, the partial lifting of the arms embargo on Somalia. On 15 December, seven experts were appointed to serve on the Monitoring Group until 15 December 2017 (see S/2016/1065).

IV. Humanitarian situation

53. The humanitarian situation deteriorated during the reporting period and is set to worsen as drought conditions extend beyond Puntland and "Somaliland" to areas in the south, such as Gedo and Juba Hoose. A continued lack of social safety nets and basic services increases the country's vulnerability and the potential for a broader crisis. The situation is expected to worsen because the current *deyr* rainy season has not yielded the expected level of rainfall.

54. The assessments carried out by the Food Security and Nutrition Analysis Unit of the post-*gu* rain were delivered in September and showed that two worrying thresholds had been surpassed. There are now 5 million Somalis facing acute food shortages, of whom more than 1.1 million are in emergency and crisis situations. The nutrition situation has also deteriorated, with more than 320,000 acutely malnourished children in need of urgent nutrition support, including more than 50,000 who are severely malnourished.

55. The growing humanitarian needs come as resources are dwindling. The perception that Somalia is on the rise, coupled with competition from other global crises, has led to diminished humanitarian funding. As at early December, the Humanitarian Response Plan for 2016, launched in January, was funded at just in excess of 47 per cent, or $414 million of the $885 million required. Owing to the limited resources, livelihood and resilience programmes had to be deprioritized in favour of life-saving programmes.

56. Besides drought, Somalia has seen a sharp increase in conflict-related displacement, raising protection concerns for those affected, in particular women and children. The most serious concerns emerged in Gaalkacyo, where 90,000 civilians were displaced by conflict in October, resulting in a lack of schooling for 20,000 children. The withdrawal of foreign military assets in the Bakool, Galmudug and Hiraan regions displaced at least 5,000 people and exposed those who remained to retribution at the hands of Al-Shabaab and reduced humanitarian access. Clan conflict with Al-Shabaab in eastern Shabelle Hoose displaced nearly 30,000 people and had a negative impact on access.

57. On 6 November 2016, the Interim Jubba Administration officially lifted its temporary suspension of the voluntary return of Somali refugees from the Dadaab refugee camp in Kenya. This came after a series of consultative meetings among parties to the tripartite agreement governing the voluntary repatriation of Somali refugees living in Kenya. Nearly 35,000 Somalis have returned voluntarily since December 2014 under the agreement. Partners continued to provide life-saving and reintegration assistance, the limited resources notwithstanding.

58. In October, an estimated 543,900 people received food assistance, while 1.7 million received seasonal agriculture inputs, including seeds, tools, fishing equipment, irrigation vouchers, livestock and vaccinations for livestock. Some 43,300 malnourished children under 5 years of age were admitted into nutrition programmes and more than 700,000 Somalis received basic health services, while in excess of 1 million people were provided with temporary and/or sustainable access to safe water. Nearly 312,100 people accessed protection services, while education partners reached some 90,000 learners with teaching activities and school feeding

programmes. An estimated 98,100 people were assisted with non-food items and 12,300 with transitional shelter.

V. Support to the African Union Mission in Somalia, the Somali national army and the United Nations Assistance Mission in Somalia

59. UNSOS continued to provide logistical support to AMISOM and the Somali national armed forces in support of military operations and in accordance with Security Council resolution 2245 (2015). In support of the electoral process, coordination between UNSOS and AMISOM at the strategic and operational levels ensured the provision of adequate security and logistical support at all polling stations. Of key significance is the case of Cadaado, Galmudug, where, before the elections, AMISOM had had no presence but, through effective coordination mechanisms, it was able to deploy swiftly and receive UNSOS logistical support on a self-sustainment basis.

60. A letter of assist with Kenya for the deployment of three military helicopters to AMISOM was finalized in November, with the helicopters deployed on 15 December. Discussions continued with Uganda and Ethiopia to facilitate the deployment of additional helicopters. There is, however, a need for Member States to support AMISOM with the reimbursement of ammunition, given that this is not covered by the United Nations.

61. Somali troops continued to receive UNSOS logistical support under an UNSOS-managed trust fund. The planned assessment of the capability and combat readiness of the national armed forces to carry out joint operations with AMISOM, scheduled for September, was not conducted because securing the electoral process had to take priority. The assessment will be carried out immediately after the installation of the new Federal Government.

62. The Mine Action Service continued to provide technical support and training in improvised explosive device detection and destruction as part of its efforts to enhance AMISOM operational mobility. Through a United Nations/AMISOM working group on improvised explosive devices, which was established in September, a "defeat-the-device" training plan was launched under the guidance of the Service. It comprises mitigation measures, specifically awareness, increased search capacity, technical operational equipment, threat/route assessments and proactive analysis. The combined efforts of the training partners, through the AMISOM force headquarters, resulted in AMISOM finding an increased number of improvised explosive devices before they could detonate, as manifested by the Ugandan military locating and disposing of 16 devices on sector 1 main supply routes in October.

63. Efforts are under way to enhance security on the main supply routes in order to encourage trade and the movement of people, facilitate humanitarian access and ultimately contribute to the expansion of governance and state authority in areas liberated by AMISOM. Discussions with UNSOS led to AMISOM committing itself to incrementally providing force protection for road convoys, thereby drastically reducing the current overreliance on airlifts for logistical support.

64. The parlous state of the trust funds for AMISOM and the national army is of grave concern. As at the end of November, the balance of the former was $400,000 and the latter $13.65 million. Additional contributions from partners are critical to enabling AMISOM to achieve its mandate and ensuring a smooth transfer of security responsibilities to the Somali security forces.

65. My newly appointed Assistant Secretary-General and Head of UNSOS, Hubert Price, assumed office in October. He visited Addis Ababa on 18 and 19 October and met representatives of the African Union, AMISOM troop- and police-contributing countries, AMISOM partners and the United Nations Office to the African Union. He outlined his agenda, which includes improving strategic engagement, coordination and communication with key stakeholders and enhancing the operational effectiveness of UNSOS.

66. On 11 November, the Military Operations Coordination Committee met for the twenty-first time, in Addis Ababa, to review operational progress in support of the electoral process and to consider options for strengthening the operational effectiveness of AMISOM to conduct future offensive operations. The Committee requested support for additional troops to conduct offensive operations, together with additional support for the Somali army in order to accelerate the planned AMISOM exit strategy. The Committee urged the United Nations and partners to facilitate the deployment of critical enablers and force multipliers, including capability to counter improvised explosive devices in support of AMISOM operations. It rejected the decision by the European Union to differentiate its payment procedure to the Burundian contingent in Somalia and expressed concern about the reduction by the European Union of the AMISOM troop allowance by 20 per cent. The Committee requested the United Nations, the European Union and the broader international community to urgently find ways of bridging the gap.

Human rights due diligence policy

67. On 27 September, the AMISOM/United Nations working group met in Mogadishu to discuss the implementation of mitigation measures under the human rights due diligence policy, including status and accountability with regard to human rights violations and how to strengthen the Civilian Casualty Tracking, Analysis and Response Cell. While marked progress was noted on formal responses from AMISOM to allegations, the need to implement mitigation measures, accountability and remedies for victims was emphasized. AMISOM announced the adoption of a force commander's directive and the launch of monthly briefings for commanders on compliance with international humanitarian law. On 13 October, the human rights due diligence policy risk assessments for the Ethiopian contingent, the Kenyan contingent and the Jubaland security forces were approved by the policy task force following an African Union request for non-lethal support to enable these forces to conduct joint offensive operations with AMISOM. The task force approved the risk assessment for the provision of attack helicopters to AMISOM on 23 November.

68. UNSOS supported AMISOM with the organization of a two-day workshop in October to develop standard operating procedures for the Civilian Casualty Tracking, Analysis and Response Cell. The development of the standard operating procedures provides AMISOM with additional tools for tracking and reporting on

civilians affected in the course of operations and makes it more compliant with the human rights due diligence policy, in accordance with Security Council resolution 2124 (2013).

VI. United Nations presence

69. The security risk level for the area protected by AMISOM at Mogadishu International Airport has remained high since the previous assessment, in May 2016. UNSOS continued to implement recommended risk mitigation measures to improve the safety and protection of all United Nations personnel. Similar projects are continuing in the United Nations regional compounds.

70. Following the vehicle-borne improvised explosive device attack on 26 July near Mogadishu International Airport, UNDP relocated national staff from the United Nations common compound to the airport. More than 300 United Nations national staff experience daily difficulties in gaining access to the airport owing to additional restrictions and challenges at the gate, thus exposing them to multiple security threats. To mitigate the threat, the pedestrian entry point will be redesigned.

71. The security situation in Gaalkacyo continued to be marred by sporadic shooting, which had an impact on United Nations activities. The Federal Government was reminded that it bore primary responsibility for the safety and security of United Nations personnel, assets and operations. It was also encouraged to constantly share information and coordinate with United Nations security officials in order to create safe and secure conditions for personnel and activities.

72. An increasing number of United Nations agencies, funds and programmes operate and maintain a permanent presence of both international and national staff outside Mogadishu. Insecurity remains the biggest impediment to operations. The restricted access to some areas poses a challenge to the Organization's ability to respond to humanitarian and development needs.

VII. Observations

73. With the inauguration of the new Federal Parliament, Somalia has taken a major step in its continuing transformation into a functioning federal State.

74. I commend the outgoing parliamentarians for their service and their role in passing significant legislation. I congratulate the newly elected parliamentarians and urge them to discharge their duties with the well-being of the people of Somalia at heart. I urge the new Federal Parliament to proceed as swiftly as possible with the election of the Speakers of the two houses, followed by that of the President.

75. The relatively peaceful electoral process attests to a gradual change in the country's political culture, with a move towards non-violent political competition. The process faced many challenges, however, including the decision to conduct electoral re-runs for five seats following allegations of misconduct. Unfortunately, not all reported cases of misconduct were adequately addressed, including the protection of seats reserved for women. Moving towards universal suffrage in 2020, lessons must be drawn from the process. Practical measures should be put in place

to minimize electoral manipulation, the intimidation of candidates and corruption, including cash for votes and misuse of public resources. The legal framework and electoral institutions need to be put in place well ahead of the elections to be held in 2020, accompanied by extensive civic and voter education.

76. While the Somali leaders' target of having women hold 30 per cent of seats was not achieved, the representation of women has increased by 70 per cent since 2012. A transformation has thus taken place of the political representation and participation of women in Somalia, and an important precedent has been set for the political mobilization of women.

77. I welcome the completion of the federal map of Somalia with the creation of the HirShabelle Interim Administration. The challenges experienced underscore the importance of inclusivity in any state formation process. The sustainable completion of the process will require the resolution of the final status of Mogadishu and endemic conflicts, such as those affecting Gaalkacyo, Sool and Sanaag and pockets of Shabelle Hoose. The conflicts continue to challenge the prospects for long-term stability and could create openings for Al-Shabaab to exploit. I urge all existing and emerging federal member states to continue to reach out to their communities in a sustained process of reconciliation.

78. Anchoring the country's emerging political structures on a solid rule of law framework will be among the strongest guarantors of long-term stability and durable governance reform. I therefore call upon the relevant stakeholders to carefully design the next constitutional review phase in a manner that is fully inclusive of regional actors. The international community's sustained engagement and financial assistance remains vital to the early adoption of a permanent constitution. I urge the Federal Government and the existing and emerging federal member states to ensure an effective constitutional review process by building consensus through broad-based consultations at multiple levels of society.

79. The work of AMISOM continues to be a vital enabler of progress in peacebuilding and state-building. The sacrifices that AMISOM troops are making are not in vain. They go far in contributing to lasting peace and stability in Somalia and the Horn of Africa. I urge the Federal Government and the federal member states to accord the highest priority to security in 2017, in particular to supporting the establishment of security institutions that can effectively tackle current security threats, including Al-Shabaab, and that are accountable to civilian command and operate with respect for human rights.

80. The decision of the Government of Kenya to deploy three helicopters in support of AMISOM operations is welcome. I urge other potential contributors, especially the Governments of Ethiopia and Uganda, to accelerate discussions with the United Nations to provide AMISOM with the full complement of its air asset requirements.

81. I applaud the finalization of the country's first national development plan in more than 30 years. It is testament to the progress made in the realm of politics and security. I am encouraged by efforts to promote accountable governance and community recovery. This has taken place through the Government's Wadajir Framework, which is underpinned by the United Nations community recovery and extension of state authority/accountability approach. It is important to maintain such

progress and ensure that legitimate systems for local government administration and management are implemented across all districts.

82. To sustain recent political and security gains, I encourage international partners to continue to ensure that coherent and long-term support is provided to build the capacity of Somali institutions to deliver good governance and community-led recovery initiatives. To this end, I welcome the decision of the Somalia Development and Reconstruction Facility to endorse the priority plan for Somalia supported by the Peacebuilding Fund.

83. The human rights situation remains a source of concern, in particular the execution of civilians by Al-Shabaab after the withdrawal of AMISOM and national forces from areas in the Hiraan and Bakool regions. Since September, 18 people have been executed and 40 abducted on suspicion of collaborating with government security forces.

84. While the reintegration of 26 children detained on account of their association with Al-Shabaab is a positive development, I am concerned that little progress has been made to commute the death sentences of 10 of the young people who remain in custody in Boosaaso. Thirteen children now face capital punishment in Puntland. Death sentences issued against children under 18 years of age are contrary to the Convention on the Rights of the Child, which the Federal Government ratified in 2015. I urge the Puntland authorities to follow through on the commitments made to commute those sentences.

85. I am extremely concerned about the worsening humanitarian situation, which is expected to deteriorate further in the coming months following the rainy season, which is expected to be poor. The impact of severe drought and demand for humanitarian resources have been exacerbated by emerging crises, including an increase in conflict-related displacement. While scaled-up humanitarian assistance is urgently required to prevent further decline, the United Nations-led durable solutions initiative provides a viable road map towards addressing the long-term humanitarian situation, alongside the need for a comprehensive drive towards food security and increased food production. It is essential that arrangements put in place to respond to drought-related humanitarian needs be effective, drawing upon the lessons learned from the response in 2011.

86. I thank the African Union, AMISOM, IGAD, the European Union, Member States, non-governmental organizations and other development partners for their continued support for the peacebuilding and state-building process. There remains much to do in the period until 2020, during which time the partnership must be sustained. Efforts must continue to create an opportunity for Somalia to attract more international investors.

87. Looking ahead to the coming four years, the Federal Government and the international community will need to work in concert on a wide range of priorities, including the finalization of the Federal Constitution, comprehensive security sector reform, agreement on the sharing of power, revenue and resources between the federal and regional levels, and sustained support for local conflict resolution and reconciliation. Consolidating gains in these areas will require placing Somalia on to a trajectory of sustainable economic recovery and growth. In this vein, further support will also be required to ensure that the Federal Government is able to attract

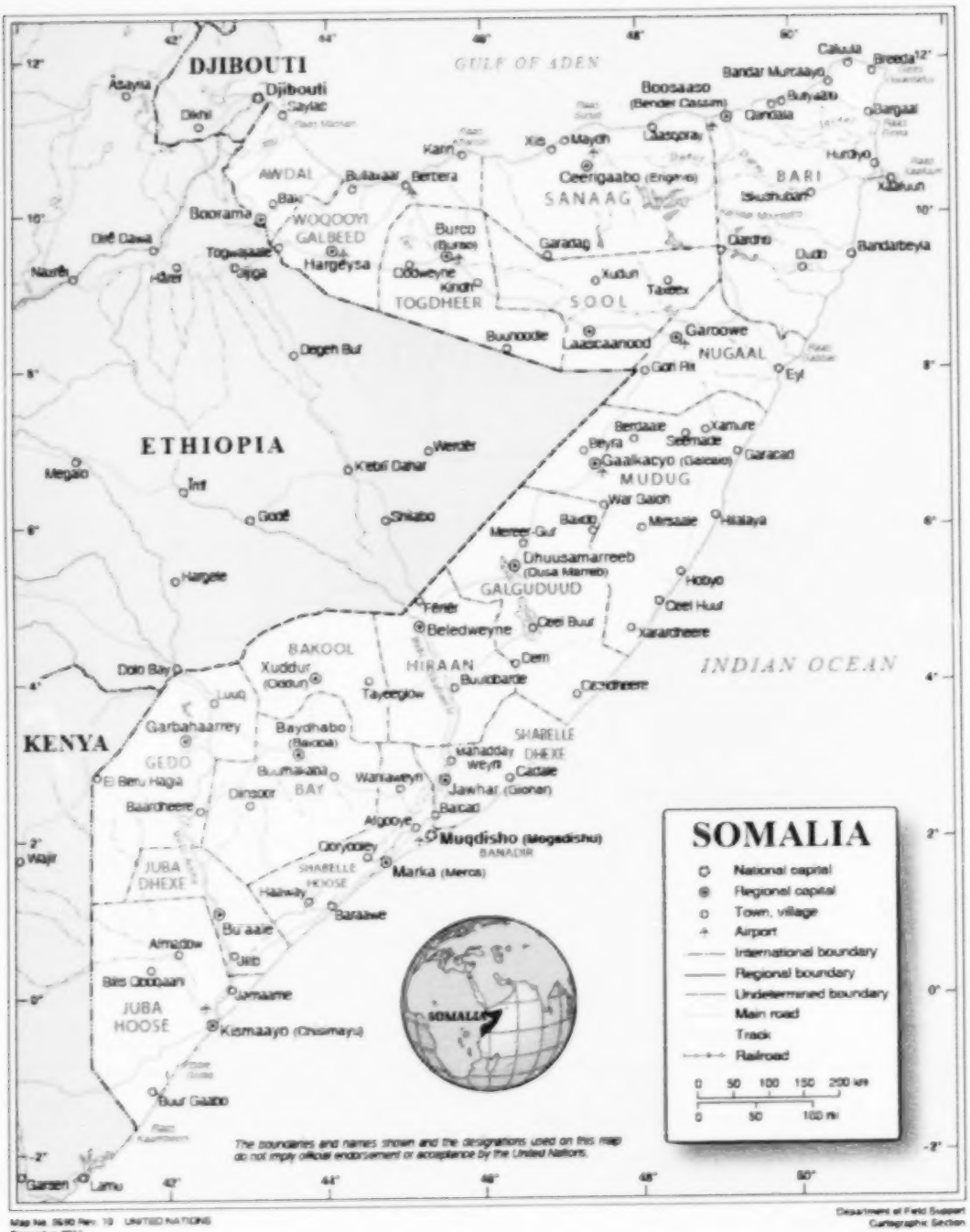
private and public international investment, including through debt relief, and address corruption and strengthen accountability.

88. I pay tribute to my Special Representative, Michael Keating, my two Deputy Special Representatives and the staff of UNSOM, the Head of UNSOS and his staff and also the United Nations agencies, funds and programmes in Somalia for their continued hard work under challenging conditions. I assure them that their commitment and sacrifices are not in vain.

Annex

Results of the electoral process for the lower house of the Federal Parliament in 2016

Region	*Seats*	*Parliamentarians elected to date*	*Parliamentarians elected to date who are women*		*Remaining seats to be filled (including through re-run elections)*
			Number	*Percentage*	
Jubaland	43	42	10	24	1
South-West	69	68	14	21	1
Galmudug	36	35	9	26	1
Puntland	37	36	7	19	1
Banadir	6	4	1	25	2
"Somaliland"	46	36	12	33	10
HirShabelle	38	37	10	27	1
Total	**275**	**258**	**63**	**24**	**17**


DJIBOUTI
GULF OF ADEN
Djibouti
Ayaya
Dikhil
Saylac
Boosaaso
(Bender Cassim)
Bandar Murcaayo
Caluula
Bargaal
Qandala
Iskushuban
Xiis
Qardho
Bandarbeya
Burtinle
Garadag
Xudun
Taleex
Lasqoray
Ceerigaabo (Erigavo)
Hurdiyo
Xaafuun
Kam
Maydh
Karin
Bullaxaar
Berbera
AWDAL
Baki
Boorama
WOQOOYI GALBEED
Hargeysa
Togwajaale
Odweyne
Burco (Burao)
TOGDHEER
SANAAG
BARI
SOOL
NUGAAL
Garoowe
Laascaanood
Buuhoodle
Dire Dawa
Jijiga
Degeh Bur
Gori Pit
Eyl
ETHIOPIA
Wender
Krebi Dahar
Megalo
Inf
Goode
Shilabo
Berdaale
Xamure
Beyra
Seemade
Gaalkacyo (Galcaio)
Garacad
MUDUG
War Galon
Bardo
Mirsaale
Hiiraya
Meiter Gul
Dhuusamarreeb
(Dusa Marreb)
Hobyo
Hargele
Feerfer
Beledweyne
Ceel Buur
Ceel Huur
Xarardheere
GALGUDUUD
BAKOOL
HIRAAN
Ceel
Buurdaarde
Dolo Bay
Xuddur
(Oddur)
Tayeeglow
Dusdheere
INDIAN OCEAN
KENYA
Garbahaarrey
Baydhabo
(Baidoa)
Mahadday
weyn
SHABELLE DHEXE
GEDO
El Beru Haga
Buurhakaba
BAY
Wanlaweyn
Cadale
Jawhar (Giohar)
Baardheere
Dinsoor
Barcad
Afgooye
Muqdisho (Mogadishu)
BANADIR
Qoryooley
Marka (Merca)
JUBA DHEXE
SHABELLE HOOSE
Haliwaa
Baraawe
Wajir
Bu'aale
Afmadow
Jilib
Bilis Qooqaani
Jamaame
JUBA HOOSE
Kismaayo (Chisimayu)
Buur Gaabo
Garsen
Lamu
SOMALIA
National capital
Regional capital
Town, village
Airport
International boundary
Regional boundary
Undetermined boundary
Main road
Track
Railroad
0 50 100 150 200 km
0 50 100 mi
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